

Message Text

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PAGE 01 PORT A 00137 211420Z

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ACTION ARA-10

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P R 211301Z JAN 75

FM AMEMBASSY PORT AU PRINCE

TO SECSTATE WASHDC PRIORITY 9126

INFO AMEMBASSY KINGSTON

AMEMBASSY NASSAU

AMEMBASSY SANTO DOMINGO

S E C R E T PORT AU PRINCE 137

E. O. 11652: GDS

TAGS: PFOR, XL

SUBJECT: COMMENTS ON DRAFT SUB-REGIONAL CASP FOR THE CARIBBEAN

1. FROM OUR PERSPECTIVE, ARA-LA/CAR HAS PRODUCED A FIRST-CLASS DRAFT, BROAD AND PERCEPTIVE IN ITS OUTLOOK AND REALISTIC IN ITS RECOMMENDATIONS. COUNTRY TEAM FULLY ENDORSES THRUST OF PAPER, AND SUBMITS FOLLOWING SUGGESTIONS ON TWO SUBSTANTIVE ISSUES.

2. HIGH-LEVEL VISITS (RE PAGE 9 AND ISSUE NO. 1, RECOMMENDATIONS, PARA 2). AS ALTERNATIVE TO POSSIBLE ONE-DAY VISIT BY PRESIDENT, WE RECOMMEND CONSIDERATION TRIP TO CARIBBEAN BY VICE PRESIDENT TO LAST SEVERAL DAYS AND PERMIT VISITS TO ALL MAJOR CAPITALS OF SUB-REGION. IN HAITI, SUCH VISIT WOULD BE PARTICULARLY SIGNIFICANT INDICATION OF CONTINUING US INTEREST SINCE GOVERNOR ROCKEFELLER'S CALL AT PORT-AU-PRINCE IN 1969 (DURING PRESIDENCY OF FRANCOIS DUVALIER) WAS LAST HIGH-LEVEL VISIT SPONSORED BY EXECUTIVE BRANCH OF USG.

3. ILLEGAL IMMIGRATION TO US (RE PAGE 13, "NON-MAJOR" ISSUE NO. 1). WHETHER IT IS VIEWED AS US NATIONAL INTEREST OR AS PROBLEM

SECRET

SECRET

PAGE 02 PORT A 00137 211420Z

IN US RELATIONS WITH HAITI AND OTHER CARIBBEAN COUNTRIES, WE

BELIEVE ILLEGAL IMMIGRATION TO US FROM CARIBBEAN MUST BE CONSIDERED AS A MAJOR ISSUE. ALMOST HALF OF SUBSTANTIVE FS MANPOWER COMPLEMENT AT THIS MISSION MUST NOW BE DEVOTED TO AN ESSENTIALLY REAR-GUARD, INCREASINGLY FUTILE ATTEMPT TO STEM INFLUX THROUGH VISA PROCESS, AND PRESSURES ARE INCREASING. WE ANTICIPATE IT WILL BECOME INCREASINGLY DIFFICULT FOR USG TO MAINTAIN CREDIBLE POSTURE ON OTHER MAJOR ISSUES SO LONG AS, IN REAL EXPERIENCE OF LARGE SECTORS OF CARIBBEAN POPULATIONS, ADVANTAGES OF WORK WITHIN US LABOR MARKET ARE AVAILABLE MAINLY TO THOSE WHO ARE WILLING TO UNDERTAKE SUBTERFUGE.

4. ACCORDINGLY, WE RECOMMEND UPGRADING "NON-MAJOR ISSUE NO. 1" TO BE A MAJOR ISSUE AND REWORDING IT ALONG THE FOLLOWING LINES: QTE HOW CAN WE MORE EFFECTIVELY STEM THE LARGE INFLUX OF ILLEGAL IMMIGRANTS INTO THE US FROM THE CARIBBEAN AND RESTRUCTURE OUR IMMIGRATION POLICY TO BE DEMONSTRABLY MORE EQUITABLE TO PEOPLE OF THE CARIBBEAN AND OTHER PROBLEM AREAS? UNQTE

5. SINCE OUR COPY OF DRAFT DOES NOT INCLUDE DISCUSSION OF "NON-MAJOR" ISSUES, WE SUGGEST FOLLOWING POINTS TO BE CONSIDERED FOR INCLUSION IN "IMPORTANT ASSUMPTIONS" UNDER IMMIGRATION ISSUE:

(A) THE CARIBBEAN HAS BECOME AN IMPORTANT SOURCE AREA FOR ILLEGAL IMMIGRANTS INTO THE U.S. MORE RAPID ECONOMIC AND SOCIAL PROGRESS IN THE SUB-REGION WILL AFFORD THE MOST FUNDAMENTAL RELIEF FOR THIS PROBLEM.

(B) THE VOLUME OF ILLEGAL ALIENS IN THE US HAS REACHED CRITICAL PROPORTIONS, CALLING FOR MORE EFFECTIVE DOMESTIC INSTRUMENTS OF US IMMIGRATION POLICY TO BACK UP THE VISA PROCESS.

(C) SOME CARIBBEAN NATIONS ARE TIGHTENING THEIR OWN IMMIGRATION RESTRICTIONS TO RESERVE JOBS FOR THEIR OWN NATIONALS. FOR EXAMPLE, IN 1974 THE BAHAMAS BEGAN DEPORTING SOME 20,000 HAITIANS BACK TO HAITI. THESE MEASURES INCREASE THE PRESSURES TO SEEK ILLEGAL ENTRY INTO THE U.S.

(D) THE EXISTENCE OF SPECIAL ENTRY STATUS FOR REFUGEES FROM COMMUNIST CUBA CAUSES CRITICS TO CLAIM THAT THE USG DISCRIMINATES AGAINST WOULD-BE-REFUGEES FROM OTHER CARIBBEAN NATIONS, ESPECIALLY THOSE NATIONS WHOSE POPULATIONS ARE LARGELY OF AFRICAN ORIGIN. THIS FACTOR HAS PROMPTED MAJOR US RELIGIOUS AND LABOR UNION GROUPS IN THE US TO

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SECRET

PAGE 03 PORT A 00137 211420Z

REQUEST, FOR EXAMPLE, THAT THE USG ACCEPT THE UNSUBSTANTIATED CLAIMS OF HAITIAN ECONOMIC REFUGEES TO POLITICAL REFUGEE STATUS DESPITE THE DEFINITIONS OF THAT STATUS CONTAINED IN THE IMMIGRATION AND NATIONALITY ACT AND IN INTERNATIONAL CONVENTIONS.

(E) ILLEGAL ALIENS, OR WOULD-BE IMMIGRANTS WHO ARE CONVINCED THAT THE ILLEGAL ROUTE OFFERS THE ONLY REAL CHANCE OF SUCCESS, ARE ESPECIALLY VULNERABLE TO CO-OPTION IN THE

ILLEGAL IMPORTATION OF DANGEROUS DRUGS INTO THE U.S.

6. FURTHER ON THE SAME IS UE, WE SUGGEST LANGUAGE ALONG THE FOLLOWING LINES FOR "RESOLUTION OF ISSUE": QTE RECOMMENDATION: THE USG SHOULD GIVE HIGHER PRIORITY TO IMPROVING ITS LEGISLATION, REGULATIONS, AND PROCEDURES SO AS TO PROVIDE EQUITABLY FOR CONTROLLED IMMIGRATION AND, AT THE SAME TIME, TO DETER MORE EFFECTIVELY AND TO PENALIZE ILLEGAL CIRCUMVENTION OF THESE PROVISIONS. IN THIS PROCESS, SPECIAL ATTENTION SHOULD BE GIVEN TO OUR PROBLEMS WITH THE CARIBBEAN. AS PART OF SUCH REVIEW, THE NEED FOR MAINTAINING DIFFERENT SYSTEMS FOR WESTERN AND EASTERN HEMISPHERE IMMIGRANTS SHOULD BE RE-EXAMINED. ALSO, THE USG SHOULD CONSIDER WHETHER THE SPECIAL STATUS ACCORDED TO CUBAN REFUGEES STILL SERVES THE PURPOSES FOR WHICH IT WAS DESIGNED AND WHETHER ITS RESIDUAL MERITS MAY BE OUTWEIGHED BY ITS DISCRIMINATORY EFFECTS IN THE CARIBBEAN. UNQTE

7. MISCELLANEOUS. FINALLY, WE SUGGEST THE FOLLOWING DRAFTING CHANGES OR QUALIFICATIONS IN VARIOUS SECTIONS OF PAPER:

(A) PAGE 9, NEAR END OF MIDDLE PARAGRAPH: AFTER QTE WHILE ENCOURAGING ACCESS TO THE REGION FOR US PRODUCTS UNQTE, INSERT QTE AND WATCHING FOR UNNECESSARILY DISCRIMINATORY PROVISIONS IN ECONOMIC ARRANGEMENTS AMONG MEMBER STATES UNQTE.

(B) ISSUE NO. 1, REASONS FOR RECOMMENDATION: AFTER QTE IMPORTANT TO THE US UNQTE, DELETE QTE AND UNQTE AND INSERT COMMA. AFTER QTE POLICY CONSIDERATIONS OF OUR GOVERNMENT UNQTE, SUBSTITUTE COMMA FOR PERIOD AND INSERT QTE AND THAT WE RECOGNIZE THAT CARIBBEAN INTERESTS ARE NOT ALWAYS CONGRUENT WITH THOSE OF LATIN AMERICA UNQTE.

(C) ISSUE NO. 2, RECOMMENDATION: AFTER QTE MUTUALLY AGREEABLE SOLUTIONS UNQTE, ADD NEW SENTENCE: QTE TO IMPROVE UNDERSTANDING OF BASIC INVESTMENT, TRADE AND MONETARY PROBLEMS IN THE LEASTDEVELOPED OF THE CARIBBEAN COUNTRIES, THERE SHOULD BE SECRET

SECRET

PAGE 04 PORT A 00137 211420Z

INCREASED FINANCIAL SUPPORT TO MAKE QUALIFIED EDUCATORS AND TECHNICIANS IN THESE FIELDS AVAILABLE FOR VISITS RANGING FROM TWO WEEKS TO AN ACADEMIC YEAR.

(D) ISSUE NO. 2, REASONS FOR RECOMMENDATION: AFTER QTE A HARSH STANCE, DEMANDS FOR RECIPROCAL CONCESSIONS IN TRADE, UNQTE, INSERT QTE RIGID APPLICATION OF OUR EXCEPTIONAL IMPORT RESTRICTIONS ON TEXTILES, MEAT, ETC., UNQTE.

(E) ISSUE NO. 5, RECOMMENDATION, FIRST SENTENCE: WE WONDER WHETHER SOME WORD OR PHRASE HAS BEEN OMITTED.

(F) ISSUE NO. 5, RECOMMENDATION, THIRD SENTENCE: AFTER QTE WE SHOULD WELCOME UNQTE, DELETE QTE IT UNQTE AND SUBSTITUTE QTE SUCH MOVES IN PRINCIPLE UNQTE.

(G) ISSUE NO. 6, RECOMMENDATION, SECOND SENTENCE: AFTER QTE CAPABILITIES TO FIGHT UNQTE, INSERT QTE AND TO DETER UNQTE.

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